

# Standards for Day Care of Children of Working Mothers



Children in Wartime No. 3  
Bureau Publication 284

Children's Bureau  
*United States Department of Labor*

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UNITED STATES DEPARTMENT OF LABOR  
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# **Standards for Day Care of Children of Working Mothers**

**Report of the Subcommittee on Standards and  
Services for Day Care Authorized by the  
Children's Bureau Conference on Day Care of  
Children of Working Mothers**

February 1942

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Bureau Publication 284**

United States Government Printing Office, Washington : 1942

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## Preface

The Children's Bureau, recognizing the urgent need for protecting children whose mothers are being drawn into employment as a result of the defense program, called a conference in Washington, July 31 and August 1, 1941, to discuss immediate steps to be taken to assure adequate day care for children of working mothers.

Among the committees appointed at this conference was the Committee on Standards and Services for Day Care, which began deliberations immediately to prepare a report. In October this group became a subcommittee of the permanent Advisory Committee to the Children's Bureau on Day Care of Children of Working Mothers.

The following report, submitted to the Children's Bureau in February 1942, comprises the recommendations of the Subcommittee on Standards and Services for Day Care of the Children's Bureau Advisory Committee on Children in Wartime.



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## Introduction

In the recommendations <sup>1</sup> adopted by the Conference on Day Care of Children of Working Mothers held July 31 and August 1, 1941, it was said that, although women are needed as an essential part of the defense program and it is a public responsibility to provide appropriate care of children while mothers are at work, it should be emphasized that mothers who remain at home to provide care for children are performing an essential patriotic service in the defense program. The Subcommittee on Standards and Services for Day Care wishes to reemphasize this point. Home life is essential to the best development of children. If mothers must work outside the home, special plans must be made to preserve the important elements of parent-child relationships and family life during the hours when the family can be together, and during the hours when the mother is working the children must be given care which supplements that given at home and which rounds out the plan for an appropriate 24-hour day for the child.

The following standards apply to day care of children of various ages for whatever reason it is provided, but for the immediate purpose of the committee they are designed specifically for the care of children whose mothers are employed in occupations related to national defense. The committee is unanimous in its belief that mothers of preschool children and especially of those under 2 years of age *should not be encouraged* to seek employment; children of these ages should in general be cared for by their mothers in their homes. It believes also that when mothers go to work there is an obligation on the part of the community to help parents plan for the care of their children in such a way that the children shall gain and not lose by the experience. For this reason the standards given in this report are not just for custodial care, but include suggestions for acceptable standards of health supervision, educational opportunity, and social service. The committee believes that the standards here set forth are not only desirable standards for day care of children, whether public or private, free or pay, all-day or part-day, under home, school, public-health, or social-service auspices, but are also possible standards for the services that should be set up in defense areas. They are not intended to be "minimum" in the sense that every item must be accepted in order to guard the children from harm; they are meant to be standards

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<sup>1</sup> Proceedings of Conference on Day Care of Children of Working Mothers, p. 74, Children's Bureau Publication No. 281. Washington, 1942.



of "good" care that the committee believes can and should be approximated in nearly all situations where day care is needed.

The committee believes also that State and local governments should assume responsibility for maintaining standards of day care and that the supervision of agencies and individuals giving this care should be considered an important function of government. There should be State supervision<sup>2</sup> of all forms of day care for children, either in a group or in family homes where board is paid. This may be accomplished through a system of licensing by the appropriate State agency,<sup>3</sup> accompanied by constructive service that includes participation of the agencies concerned in the development of policies and standards.

The standards given are for a variety of types of day care. If it is necessary to provide for children under 2 years of age provision should be made for care in the children's own homes through supervised homemaker service or in carefully selected and supervised foster homes. Infants should not be cared for in groups. For preschool children, care should be provided, either in groups or in foster homes or in their own homes by supervised homemakers, during the whole time the mother is away from home because of employment. Care of younger school children should cover the time when they cannot be in school or at home, and during these hours someone should be responsible for them. Care for older school children should provide recreation and guidance during out-of-school hours. The standards given for homemaker service and foster-family day care apply to all ages of children; the standards for group care are divided into different age levels according to the developmental needs of the children. The age limits specified for these levels are meant to be approximate. In any given situation the division would vary according to the practical situation and the needs of the particular children in the group. In this matter, as in others, the committee has intended the standards to be regarded as flexible, not fixed; it has tried to indicate broadly, though in some detail, what should be done for children of various ages.

Throughout the report the committee has undertaken to set forth the functions that should be performed, the services that should be rendered. It believes that many of the details as to how these should be provided must be left to the local situation. Communities vary so widely in their resources of buildings, playgrounds, equipment, personnel, and health and social agencies that exact directions cannot be given. The report is therefore a functional one. It is also, the

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<sup>2</sup> In lieu of effective State supervision it may be possible in some instances to provide adequate supervision under local authorities.

<sup>3</sup> The Children's Bureau will furnish material on the scope and methods of State supervision by the department of welfare or the health department.



committee hopes, couched in language that contains few technical terms. Public health, education, social service, all have much to contribute to the day care of children; but the care of a child should be unified. The committee has therefore attempted to unify the contributions of these three fields and to state simply but adequately what should be done.

The parents' part in planning for the care of their children and for continuing responsibility is included in the report, but no mention has been made of their financial contribution toward its cost. The committee believes that parents will want to pay what they can. Whatever plans are worked out by each community must allow for widely differing contributions, varying with the financial resources of the families and safeguarding the interests of those unable to pay. The amount paid will differ, in some cases coming close to the total cost of care, in others amounting to very little. How much parents are to pay should be decided after consultation between the parents and the workers representing the agency responsible for the care the child receives.

The committee has also omitted from the report any mention of personnel practices. It believes that working conditions should be such that the workers' physical and mental health would be safeguarded and that there should be ample opportunity for personal and professional development. Standards for salaries, hours, vacations, medical examinations, and so forth, should conform to standards for similar types of work in the local community.

In order to meet adequately all its needs for day care, a community must be resourceful in its planning. Much could be done, for instance, about cooperative projects under adequate supervision. There should be a new approach to foster-family day care, and in this field the possibility of a cooperative type of foster care should be explored. Varieties of care which have been developed under organized auspices and which the committee considered in detail are (1) group care, (2) supervised homemaker service, (3) foster-family day care.

Each community will plan for day care according to its own needs and resources. Extent of the program, types of service to be included, auspices under which each is to be conducted, financing, supervision, cooperation of various agencies, must all be worked out locally with the cooperation of State agencies. Central in such planning should be the well-being of children. For the sake of their development as persons and as future citizens, the essential elements of home relationships must be kept and the child cared for and guided as an individual during the hours when he is away from home.



# Standards for Day Care of Children of Working Mothers

Any program for day care of children should provide—

1. *Care and guidance* that the mother would give if she were with the child.
2. *Activities* that are of value to the child in his growth and development.
3. *A relationship with parents* that involves their continuous initiative and participation in making and carrying out plans for the child.

## GROUP CARE

Because group care is the method that probably will be most used in emergency conditions, the standards are given in considerable detail.

In order to provide an adequate program for group care of children over 2 years of age and insure the essentials of care and guidance, suitable activities, and parent participation, it is necessary to have—

- I. **A staff** sufficient in number, and qualified physically and in personality as well as by training and experience, to care for children and to perform certain specialized tasks.
- II. **A program** of activities that provides for adequate service to children and parents and insures that the group shall perform its function in the total community plan for day care.
- III. **A plant and equipment** that are safe and that are suitable for the carrying out of an adequate program of activities.

Since children of different ages have different needs and require different types of care, they should be divided into groups according to age, and the program adjusted to the age range served. The following divisions are suggested:

1. Children 2 to 5 years of age.
2. Children 6 to 11 years of age.
3. Children 12 to 16 years of age.

The children in the preschool group require a more elaborate program of care because a larger proportion of their needs must be met in the group than those of any other age. Since many of the



developmental needs of school-age children are met in the schools, programs for day care of children of this age are supplementary but should provide for supervision of the children out of school hours until they can return to their homes. Children 12 to 16 can assume much of the responsibility for themselves out of school hours, if there are proper community facilities, including provision for recreation and guidance. The standards given for the older age groups necessarily repeat much that is said for the younger groups. It has seemed wise to do this in order to make the picture complete.

### *Group care for children 2 to 5 years of age*

The standards described below would apply to day nurseries, nursery schools, kindergartens, child-care centers, play groups, or any form of group care for preschool children. Whatever form of care is given should be based upon principles that will insure its value to children.

For this type of care there should be—

#### **I. A staff that includes—**

A. *A director or a person in charge of a group* (not more than 30 children) who has the personality, training, and experience that enable her—

1. To understand what can be expected of children at the different age levels within the preschool period and to recognize individual needs, physical, mental, and emotional.
2. To plan a program that will include the physical care as well as the guidance needed by individual children and that at the same time will offer opportunities for the development of the group.
3. To offer opportunities to the children for music, conversation, poetry, stories, work with materials, group play, etc.
4. To provide wise discipline. This implies an adult-child relationship including warmth and affection as well as firmness and consistency.
5. To consider the varying home backgrounds of the children and to work closely with the parents.
6. To recognize family needs and to help the parents find ways to meet them in cooperation with other agencies.
7. To understand any emergency conditions under which the children may be living and to adapt the program to fit these conditions.
8. To fit the activity of the group into the program, regulations, etc., of the organization with which it is connected and into the community program of which it is a part.



In order to perform these functions the person in charge of the group usually should have—

Experience with young children and an interest in children as developing personalities.

Training in the fields of nursery-kindergarten education, child psychology, physical and mental growth and development, nutrition, physical and mental hygiene, parent education, and understanding of family needs and relationships and of community resources and their use.

Such administrative and supervisory ability as is necessary in the situation in which she will work.

*B. Additional personnel—*

1. For the care and guidance of the children so that—

- a. Children are never left without supervision by some responsible adult.
- b. Time can be allowed for children to learn to do things for themselves.
- c. An atmosphere of ease and freedom from tension can be maintained.
- d. Spontaneous activities of the children can be carried out and given the guidance needed.
- e. Any emergency situation can be handled adequately.

In order to insure such care, there should be at least 1 adult to 10 children, with a minimum of 2 adults for any group however small. Such persons should have some knowledge of child care and training and a genuine liking for children.

2. For housekeeping and maintenance so that—

- a. Meals are properly planned, prepared, and served.
- b. The plant is maintained in safe and sanitary condition.
- c. Equipment is kept in good condition and appropriately placed.

The personnel to meet these standards will vary. In some situations service will be supplied from the organization of which the group is a part. In a self-contained unit there will usually be required a cook (and a cook's helper, if there are more than 30 children) and a janitor.

3. For carrying on those parts of the health program that require specially trained personnel, such as physician or nurse.

These technical aspects of the health program will be performed by different means in different places. In some a physician and a nurse will be members of the staff. In others

health services will be provided by the families' own physicians, by a public-health unit, or by some other health agency.

4. For making decisions in regard to admission, for family counseling, for continuing contacts with parents, and for community integration.

These services may be performed in a variety of ways. In some cases community-wide counseling services will be available as part of the general day-care program of the community. In other cases counseling services may be attached to individual centers as part of their over-all and continuous social service to families. In still others some social agency or the school visiting teacher may furnish such service. In all instances the person directly in charge of the children should be able by virtue of her training and experience to maintain a desirable relationship with parents and with the community.

5. For handling administrative detail, so that time that should go to the children shall not be usurped by such tasks.

In some instances a clerk or secretary will be needed. In other situations clerical work will be divided among the staff. If the person in charge of the group has to perform detailed administrative duties she should have sufficient trained teachers so that neither the children nor the parents are neglected.

## II. A program that includes—

### A. A *schedule of daily activities* so planned that—

1. There is reasonable regularity with a similar sequence of events for the children from day to day, that is, regular daily provision for play, eating, sleeping, toileting, washing, etc.
2. The children's physical needs are adequately cared for.
3. There is time for a variety of free spontaneous activity by the children in active play, with materials, music, stories, nature, etc.
4. There is time allowed for the children to do things for themselves and to take responsibility for their own care as they are able.
5. There is ample outdoor activity, the amount depending on weather conditions.
6. There is opportunity for the children to play alone or with other children and to work out good social relationships on their own level.



7. There can be changes in the order of events or in the time given to them.
8. The members of the staff are able to guide the children well in learning good habits, useful skills, wholesome attitudes.
9. The appropriate members of the staff can consult with the parents individually or in groups.
10. Necessary administrative details can be cared for without neglect of children or parents.
11. The appropriate staff members can take part in general community planning for day care of children.
12. The details of keeping the plant and equipment clean and in order can be carried on without endangering the children's health or safety or undesirably interfering with their activities.

*B. Provision for health care.* This should include—

1. Measures for prevention of communicable disease and accidents, and attention to correction of remediable difficulties:
  - a. Physical examination by a competent physician, preferably with at least one parent present. This should be before admission and should be repeated at regular intervals.
  - b. Immunization against smallpox and diphtheria and against other diseases as indicated.
  - c. Daily inspection by nurse or other qualified person before child enters group.

No child who is ill or suspected of being ill should be permitted to come in contact with the other children. In order to be sure that each child is in condition to be with the group he should be inspected individually each day before he enters the group. If the children are transported in a group, this inspection should be provided before the children enter the conveyance.

- d. Provision for emergency first aid.
- e. Prompt isolation of any child showing signs of illness until arrangements can be made to send him home.<sup>1</sup>
- f. Provision for correction of defects and for medical care of children, through the family physician or through some health agency.
- g. Provision for examination of staff members, so that only those persons known to be free from communicable disease shall care for the children or their food.

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<sup>1</sup> If there are children from homes that are not open during the time the child is in the group, some provision should be made for care of sick children away from the group.

2. Provision for proper nutrition:

- a. Adequate food for the meals eaten at school, so that the amount of food that the child eats each day conforms as nearly as possible to the recommended daily allowances as set up by the Committee on Food and Nutrition of the National Research Council.
- b. Careful preparation and care of food.
- c. Spacing of mealtimes, so that in the 24 hours there are no unduly long periods without food.

3. Provision for adequate daily rest:

- a. A daytime nap of 1 to 2 hours under conditions conducive to sleep—proper clothing and covering, quiet, ventilation, etc.
  - b. In accordance with the child's needs, additional short rest periods lying on cots.
4. Play suited to the stage of development of the children, as outlined under schedule of daily activities.
5. Attention to physical care, as outlined under schedule of daily activities.

*C. Provision for active relationship between parents and the program of group care and guidance. This should include—*

1. Initial and continuing parent consultation concerning the needs of individual children and of families and the extent to which these needs can be met at home, in the group, or through other sources.
2. Planning so that parents can become familiar with the group program, through observation or discussion with staff members, or sometimes active participation in the day's activities.
3. Providing such individual consultation or group meetings for parents as they may wish, for discussion and for planning for the care of their children and fulfillment of their family needs.

*D. Keeping of records needed to meet administrative requirements and to insure knowledge of individual needs of children and families. This should include—*

1. Full names of both parents, name and date of birth of each child in the family, family's home address, work addresses, and telephone numbers, and such other information concerning the family as is appropriate for the type of care being provided.



2. Date when each child enters group and date when each leaves.
3. Accurate records of daily attendance of each child, including reason for absence.
4. Careful record of all physical examinations and of other matters relating to each child's health.
5. Record of the progress of each child, to serve as a guide for planning to meet his needs. This record may be a simple card file in which the staff keeps appropriate notes. When specialized members of the staff are employed, the records may include greater detail in regard to the child's physical and mental development, interviews with parents, and cooperation with other agencies.
6. Some kind of daily report (not necessarily written) to parents, on food served, rest taken, bowel movement, and any unusual behavior.
7. Necessary bookkeeping records.

### III. A plant and equipment that include—

#### A. *Plant conforming to the following specifications:*

1. LOCATION.—In a safe and convenient place. This will be—
  - a. Usually on ground or first floor.<sup>2</sup>
  - b. Never above second floor unless in completely fireproof building.<sup>3</sup>
  - c. Never in a basement room more than 3 feet below surface. Floor must be damp-proof.
2. SAFETY AND SANITATION.—Conforming to State and local building, sanitation, and fire laws. If these are inadequate, safe standards should be maintained by the group.
3. CONSTRUCTION.—Building should be so constructed that it is dry; that windows and doors, stoves and pipes, are protected; that screening is provided in the fly season; and that the floor is free from splinters, is easily cleaned, and is warm.
4. PLAY SPACE.—Such space (indoors and outdoors) as allows children to carry on the activities suitable to their stage of development in all types of weather, without being in each other's way or being constantly forced into crowded groups. This will usually require—
  - a. Indoors: 35 square feet of floor space per child exclusive of halls, baths, and kitchens.

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<sup>2</sup> If above first floor, elevator service should be provided unless playground is a roof easily accessible.

<sup>3</sup> If second floor of nonfireproof building is used, adequate protection must be provided by sufficient usable fire escapes, satisfactory fire drills, etc.

*b.* Outdoors:

- (1) A minimum of 75 square feet per child.
- (2) Both shade and sunshine available during part of morning and afternoon.
- (3) Surface such that at least part can be used in wet weather.
- (4) Adequate protection from hazards, such as traffic, dangerous playthings, etc.

5. LIGHT AND VENTILATION.—In order to have sufficient light, air, and ventilation, it is necessary to have—

- a.* Ratio of glass area to floor area at least 1 to 4.<sup>4</sup>
- b.* Rooms that do not require artificial light except occasionally. Provision for artificial lighting when necessary.
- c.* Provision for ventilation by either an adequate mechanical system or windows that can be opened at the top.
- d.* 300 cubic feet of air space per child indoors.

6. TEMPERATURE.—It is desirable to maintain as even a temperature as possible. To insure this there should be—

- a.* A method of heating that provides a temperature of approximately 70° F. at a point 24 inches from floor, in climates where heating is necessary.
- b.* Provision where possible for keeping the room cool in extremely hot weather. This may be done in a variety of ways, such as by insulation, cross-ventilation, etc.

7. ARRANGEMENT OF ROOMS.

- a.* Playrooms: Preferably two, so that children of 2 or 3 years will not be expected to play continuously in a group that includes 5-year-olds. If only one playroom is available, separation of children into groups can be accomplished by a partition or screens. Separate space in playgrounds is also desirable.
- b.* Toilet and washrooms: Easily accessible to playrooms and playground, and large enough so that children can take care of themselves under adequate adult supervision.
- c.* Kitchen: Large enough to give adequate space for cooking, refrigeration, storage, and dishwashing.
- d.* Locker space: Large enough for each child's clothing to be hung in separate, partitioned compartments.

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<sup>4</sup> In warm climates the openings should be larger and need not be supplied with glass.



- e. Special space: It is important to arrange special space for morning inspection and physical examination of the children, for isolation of a child who is ill, for staff rest and toilet rooms, for record files, for use by parents.

*B. Equipment.* Equipment should be safe, accessible to the children, and should allow for activities appropriate to the stage of development of the children.

#### 1. PLAY EQUIPMENT.

- a. Should be so constructed that there are no sharp, rough, loose, or pointed parts that might injure the children in play. Paint should be lead-free.

- b. Should include—

- (1) Materials both indoors and out that allow for large-muscle activity, such as swings, boards, boxes, kegs, something to climb, things that can be pushed and pulled.

- (2) Raw materials that can be manipulated and experimented with and used for creative activity, such as sand, stones, clay, paints, paper, blocks.

- (3) Things with which common daily activities can be played out and by which children can get acquainted with the world around them and learn to play together, such as dolls, dishes, housekeeping equipment, toy furniture, pieces of cloth, trains, airplanes, gardening tools, toy animals.

- (4) Material for esthetic experience and enjoyment, such as books, pictures, music.

- (5) Pets that can be played with and cared for.

- c. Should be stored in such a way that the child can select his play materials and can put them away when finished.

#### 2. EQUIPMENT FOR ROUTINE PROCEDURES.

- a. Eating: Provision should be made for comfort during meals and for development of good food habits. This requires—

- (1) Tables and chairs of proper height and size. Feet should rest on the floor.

- (2) Adequate eating equipment that the child can handle easily.

- b. Sleeping (if time spent in group is longer than 3 hours): There should be space and equipment so that each

child can secure adequate rest and develop good sleep habits. This means—

- (1) A washable cot for each child.
- (2) Sleeping garments (parents often supply these).
- (3) Individual sheets.
- (4) Individual, and adequate, covers when covers are necessary.
- (5) Sanitary storage space for cots and equipment, if a separate sleeping room is not provided.
- (6) Space to allow at least 2 feet on all sides of cot except where it is in contact with wall.

*c. Toileting:*

- (1) There should be a minimum of 1 toilet to 10 children, and 1 basin to 7 children.
- (2) Toilets and basins should be of suitable height and size, or so equipped as to be reached easily by the children.<sup>5</sup>
- (3) Toilet seats should be of open-front type if possible.
- (4) Individual toilet articles and facilities for keeping them separate should be provided.

*d. Dressing:* Space should be provided where the child can learn to care for his own clothing. This requires—

- (1) Hooks that he can reach.
- (2) Partitions to keep clothing separate.
- (3) Space enough to allow him to learn to manipulate his outdoor clothing himself.
- (4) Space for such additional clothing as is kept at school.

3. KITCHEN EQUIPMENT.—Proper stove and other cooking equipment should be provided. Sanitary arrangements such as water supply and garbage disposal should be adequate.

***Group care for children 6 to 11 years of age***

Groups for children of this age range might be organized in connection with (1) schools, (2) day nurseries, (3) child-care centers, or (4) settlement-house programs. Wherever possible these services should utilize school buildings and facilities under a cooperative plan of operation.

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<sup>5</sup> If flush toilets are not available, individual pots should be provided, or a split toilet seat over a chamber. Washbasins may be used if plumbing is not available. There must be adequate provision for disposal of waste after each using.



Essentials of such a service are—

**I. A staff that includes—**

- A. *A director or a person in charge of the group* who has had such training and experience as enable her—
1. To understand children of this age.
  2. To recognize their individual and group needs.
  3. To provide opportunities for constructive activities.
  4. To safeguard and foster their physical and mental health and development.
  5. To relate out-of-school program to the school and the home.
  6. To guide the children in their social relationships.
  7. To understand family needs and relationships.

Such a person should have—

A genuine interest in children.

Training, usually in the principles of child psychology and education, physical and mental growth and development, parent education, recreation, and social service.

Experience with children of this age.

**B. Additional personnel—**

1. For care of the children—
  - a. To provide leadership for activities and for special-interest groups.
  - b. To provide appropriate activities for older boys and girls.
  - c. To provide for physical care and safety.
  - d. To prepare supplementary food when necessary.

The number of such personnel will depend on the size and make-up of the group.

2. For making decisions in regard to including the child in the group, for family counseling, for continuing contacts with parents, for referral to other agencies, and for community integration.

These services will be performed in a variety of ways, depending on the local situation. In some cases community-wide counseling service will be available as part of a comprehensive community program of day care. In other instances services may be provided through the schools by visiting teachers. In others case work may be available either from a special staff member or through a cooperative arrangement with some social agency. In other instances responsibility for the services will necessarily fall upon the person in charge of the group.

**II. A program of activities that provides—**

- A. Play* and such other occupations as hobby and interest clubs, arts, crafts, dramatics, according to needs and interests of different age groups.
- B. Meals and rest* to supplement those provided at school and at home, when necessary.
- C. First aid.*
- D. Medical supervision and care* which the home and school do not provide, through cooperation with other agencies.
- E. Parent participation*, with special emphasis on training in family nutrition needs and leisure-time opportunities for families.

**III. A plant and equipment that include—**

- A. Space and equipment* which are assigned to this group and are sufficient for various types of activities indoors and outdoors—for art and craft work, reading, dramatics, hobby clubs, and special-interest groups, for running and circle games, for baseball and other group activities requiring ample space, for swinging, sliding, and wading, for handicraft, and for table games. According to generally approved standards the amount of floor space indoors is 35 square feet per child, and of outdoor play space—which should be protected from traffic hazards and so surfaced as to safeguard the children—100 square feet per child.
- B. Toilet facilities* for the use of these children, separate from those used by older or younger groups.
- C. Rooms and equipment for adequate rest* for children who need it.
- D. Space and equipment for any supplementary food service* that may be necessary.

***Group care for children 12 to 16 years of age***

Group care for children of this age range is based on the utilization to the fullest extent of the existing facilities for recreation, education, health services, and social services. Schools, libraries, municipal recreation departments, national-program agencies, settlements, State and local park systems, little-theater groups, choral societies, churches, and commercial recreation can be coordinated to give proper service to children and youth. The services of these agencies must necessarily be available to all children, but special attention and supervision should be given to children whose mothers are employed.

Settlements or community centers in neighborhoods can assume responsibility for after-school activities, but if they are not established, school facilities can be utilized for neighborhood recreation and for after-school activities of children.

Parents of children of this age should have counseling service avail-



able for advice and help in planning for their children. This counseling service should be supplied by schools, settlement houses, or case-work agencies and should be readily available to parents and youth.

**I. The staff** of settlements, school centers, and other agencies should have—

*A. A director or a person in charge* of this age group who has had training and experience that enable her—

1. To understand the problems of adolescents and to work with adolescents.
2. To develop and coordinate a recreational and educational program for adolescents.
3. To safeguard and foster health, physical and mental.
4. To relate recreational and educational programs to home and school.
5. To encourage youth to develop their own recreational programs.
6. To understand family needs.

Such a person should have—

Experience in education and recreation work with youth.

Training, usually in the principles of child psychology and education, physical and mental growth and development, parent education, recreation, and social service.

*B. Additional personnel—*

1. For recreation and education—

- a.* To provide leadership for activities, special-interest groups, and educational forums.
- b.* To provide leadership for 'boys' and girls' groups and athletic leagues.
- c.* To prepare noonday lunches and supplementary food when necessary.

The number of staff to be employed would depend on the number and age of the children and types of activity provided.

2. For counseling service for making decisions in regard to including the child in the group, for family counseling, for individualized youth guidance, for continuing contacts with parents, for aiding them to utilize community resources, and for community integration. (See pp. 4 and 11.)

**II. A program** for youth, under competent leadership, would include—

*A. Recreation and education:*

1. Athletics, ranging from highly organized games of football and baseball to individual sports such as swimming, boating, tennis, lifesaving, hiking, and archery.

2. Music, instrumental and choral.
3. Painting and sculpture.
4. Arts and crafts.
5. Dramatics, radio, and puppet shows.
6. Hobbies, such as photography, stamp collecting.
7. Dancing.
8. Nature study and trips.
9. Social affairs, such as parties, picnics, and boat trips.
10. Library and reading clubs.
11. Activities of Scouts, Campfire Girls, Y. M. C. A., Y. W. C. A., 4-H Clubs.
12. Camping—summer, day, and week end.
13. Recreation and educational activities of churches.

*B. Meals and rest* to supplement those provided at school and at home, when necessary.

*C. First aid.*

*D. Medical supervision and care* that the home and school do not provide, in cooperation with other agencies.

*E. Parent participation*, with general emphasis on training in family nutrition needs and leisure-time opportunities for families.

*F. Individualized youth guidance and counseling service.*

### **III. A plant and equipment** would include—

*A. Space and equipment* that are assigned to this group and that are sufficient for various types of activities both indoors and outdoors—for art and craft work, reading, dramatics, hobby clubs, and special-interest groups, for running and circle games, for baseball and other group activities requiring ample space, for summer and winter sports where possible, for handicraft, and for table games. According to generally approved standards the amount of floor space indoors is 35 square feet per child and for outdoor play space—which should be protected from traffic hazards and so surfaced as to safeguard the children—100 square feet per child.

*B. Toilet facilities* for the use of this older group separate from those used by younger groups.

*C. Rooms and equipment for adequate rest* for those who need it.

*D. Rooms and reference books* for school home-work study.

*E. Space and equipment for any supplementary food service* that may be necessary.

### **HOMEMAKER SERVICE**

Supervised homemaker service is care for the child in his own home. This service makes it possible for the child to remain in known sur-



roundings and gives him the satisfaction of being with his own family group.

Up to the present, supervised homemaker service has been used largely by social agencies in homes of the lower-income group, where the mother has died or is unable because of illness to carry on her usual household responsibilities. It may be useful in other emergencies, or in special instances for infants and young children whose mothers must go to work. When for special reasons children will not adapt readily to group care, and when their interests will be more adequately met by care in their own homes, the services of a homemaker may be desirable.

### **Administration.**

1. Administrative service should be provided by an already-established case-work agency that will provide service to the family, supervision of the homemaker, and a training program for her development.
2. The director of the service should be equipped through training and experience to take responsibility for staff development and give leadership to the program. The worker responsible for the supervision of the homemaker should have skill, understanding, ability to work with adults and children of all ages, and an appreciation of the family needs as a whole.

### **Conditions necessary for effective homemaker service.**

If homemaker service is to be most effective there are certain minimum essentials:

1. The family requesting supervised homemaker service should be given information regarding other community resources for child care and should be helped to make a decision on the plan of care best suited to the family's needs. (See references to counseling service, pp. 4 and 11.)
2. The worker from the supervising agency should be aware of the personality and needs of each member of the family and should make inquiry regarding the usual routine, food likes and dislikes, and any special characteristics or habits of the family.
3. Housing and equipment should provide at least the minimum essentials for healthy home living.
4. A family budget should be sufficient to provide good physical care for the family, including an adequate diet.
5. Division of responsibility between the family members and the homemaker should be clarified before placement.
6. Assignment of a homemaker to a family should be made in relation to the needs of the family and the qualifications and equipment of the homemaker.

7. There should be recognition of the homemaker as a semi-professional worker, and personnel practices (wages, hours, continuity of service, etc.) should be such as to attract and hold the services of competent women.

### **Qualifications of homemakers.**

The homemaker's task is a particularly difficult one because she must give service in different types of homes and must perform a variety of duties similar to that of the mother. She must often work with children of all ages, and in an environment that is not her own, where essential changes can be made only with the family's willing acceptance. In addition to the usual skills necessary for anyone working with adults and children she should have—

1. Liking for children, knowledge of child care through experience or training, and an attitude toward children that encourages normal development.
2. Skill in securing the participation of others.
3. Ability to adjust quickly to different types of homes and situations and to assume varying degrees of responsibility, depending on the needs of the family.
4. Competence in performing household tasks, including managing on a limited income.
5. Good health, as shown by a preliminary health examination followed by periodic health examinations.

### **Supervision.**

After the initial placement of a homemaker in a family, continuous service needs to be given by the agency making the placement. The purpose of supervision is—

1. To assist the family in problems pertaining to the members themselves.
2. To assist the family in problems relating to their use of the homemaker.
3. To assist the homemaker in her adjustment to the individual family.

As homemaker recruits are women who have had experience in care of households and care of children but usually have had little formal training in these fields, the training program is an essential part of this service. Both the individual-conference method and the group method are utilized. All technical language is avoided. Training is usually concurrent with the job.

The objectives of the training program are—

1. Increased competence in performance of household tasks.



2. Knowledge of simple nursing care of the sick and injured. This is applied only under the close supervision of medical and nursing authorities.
3. Emphasis on meal planning, marketing, and food preparation in relation to nutritional needs and family income.
4. Increased understanding of people in order to give better service.
5. Help in meeting specific difficulties that arise in her service to families.

### FOSTER-FAMILY DAY CARE

Foster-family day care is care of the child in a family home other than his own for part of the 24-hour day. This type of care is especially useful for children for whom group care is unsuitable, such as infants, or older children who have certain physical, emotional, or mental disabilities or for whom group care is not readily available. It should be used as part of a community program that includes provision for counseling service to parents concerning problems arising from the employment of the mother. (See pp. 4 and 11.)

Foster homes selected to provide day care should be as near as possible to the parents' place of residence so that the child will not need to be taken long distances on crowded conveyances.

So far as possible, resources for day care in foster-family homes should be developed by established social agencies in the community, thus assuring an individualized placement service that aims to secure the best possible care for the child and the fullest safeguards of the family relationship. When an established agency provides the day-care service it can insure specialized services, such as a continuing health program and child-guidance service and an educational program for foster mothers. Furthermore, in cases where the day-care home does not have proper facilities for isolation of children a special day-care home can be provided by the agency for use in emergencies.

In order to provide proper safeguards for children in foster-family care the following general standards are suggested.

#### **I. Administering agency.**

It is desirable that foster-family day care be a part of the service of an established children's agency. This service should—

1. Have a staff adequate in number, training, and experience.
2. Adhere to good standards of social case work.
3. Have small case loads, permitting careful work with the individual child.

4. Use effective home-finding methods.
5. Select homes adapted to the needs of individual children.
6. Provide adequate supervision that will—
  - a.* Help the child to develop normally.
  - b.* Help the parents in their understanding of their child.
  - c.* Give the foster parents continuing help in meeting the needs of individual children.
  - d.* Assist the foster parents in learning good standards of child care.
7. Have facilities available for professional observation and study of children.
8. Provide, or have access to, preventive and corrective health services.
9. Maintain adequate individual case records.

## **II. Foster-family day-care mother and her household.**

1. The home should be one in which the members are in good physical and mental health and the relationships among them such as to assure a good atmosphere for the child.

2. It is preferable to use homes where the amount paid will add to a subsistence income for the family. Otherwise the basic needs of the household will at times require funds that should be devoted to feeding or otherwise providing for the needs of the children. Undue financial strain also will incline the day-care foster mother to receive more children than she can properly serve. Motives of foster parents in caring for children should be carefully considered.

3. The day-care mother should be of suitable age and temperament to care for children. She should have a liking for children and an understanding of their needs. She should be capable of handling an emergency situation promptly and intelligently.

4. The day-care mother should be in good health and have no disqualifying mental or physical handicap. She should have had a recent physical examination (by her family physician, a clinic, or a physician provided by the agency operating the day-care program) and present evidence that she is in good health and capable of caring for children.

5. The day-care mother should be willing to cooperate fully with the child's own parents and the supervising agency. The success of this type of care depends largely on the cooperation between the parent and the day-care mother. It is important that they exchange information about the child and plan together so that all his needs may be met so far as possible, and that there may be continuity and consistency in the management of the child.



### **III. Dwelling, equipment, and surroundings.**

1. The dwelling should conform to State and local fire and sanitary regulations.

2. No room used for the care of children should be located so that the floor is below the street level. All rooms used for children should have an adequate amount of sunlight.

3. Heating, ventilating, and lighting facilities should be adequate to protect the health of the children. During the winter months, a temperature of 70° F. should be maintained in all rooms occupied by the children.

4. There should be an adequate supply of water of satisfactory sanitary quality available for drinking and household use. Water from springs, wells, or other private sources should be protected against contamination. If at all questionable, water should be tested by a qualified local or State official. There should be provision for hot water for washing and bathing.

5. The dwelling should be effectively screened against flies and other insects.

6. The dwelling and premises and the equipment should be kept clean, sanitary, and in good repair and should provide for the reasonable comfort and well-being of the household.

7. There should be proper provision for the care of perishable food, and for refrigeration, especially of milk.

8. Sufficient clothing for the children should be provided by the parents, so as to permit a change when necessary.

9. Individual beds or cots should be provided for all the children. The beds should be kept in a clean and sanitary condition at all times, and bedding should be adequate and suitable to the season.

10. An adequate supply of safe play materials and equipment suitable to the ages of the children should be available for both indoor and outdoor activities.

11. If more than one child is in the home the arrangement should be such as to permit temporary isolation in case of illness.

12. A safe and sanitary outdoor play space should be provided, free from conditions that may be dangerous to the life or health of the children. If such play space is not on the premises, it should be easily accessible.

### **IV. Number of children.**

The number and ages of the children that can be cared for in a home depend upon the facilities and space in the home, the skill of the foster mother in dealing with children of different ages and the amount of time that she and other adults in the household can give to the chil-

dren, and the community resources available for part-time supplementary care.

### **V. Care of the children.**

1. The children under care should never be left without competent adult supervision.

2. Each child should have a physical examination before placement, and evidence should be presented that he is free from communicable disease at that time. He should be under continuing health supervision, with whatever medical and dental care his needs may require. Emergency medical care should be readily available.

3. The child should be vaccinated before admission except in those cases where a physician considers it inadvisable. If the child is over 6 months of age and has not been immunized against diphtheria, he should have such immunization as soon as possible after admission.

4. Any child showing signs of illness should be isolated promptly from the other children in the home until arrangements can be made for his care.

5. The diet should be planned on the basis of knowledge of what the child gets at home, so that his total food requirements shall be met.

6. There should be a planned daily routine to insure the development of good health habits, adequate indoor and outdoor play, rest, and sleep.

7. Adult supervision of children should be natural and free from tension, and ordinary problems in child training should be handled understandingly.

### **VI. Records.**

Sufficient records (names, addresses, etc.) should be kept in the foster home to identify the children and to enable the foster mother to communicate with the parents either in their home or at their place of employment, and, in an emergency, with a physician. If licensing is required, a copy of the license should be kept in the home.

The agency supervising the home should keep complete case records.

### **VII. Independent day-care homes.**

Independent day-care homes should be at all times under State or local supervision as indicated on page VIII. Standards set forth in III, IV, V, and VI should apply as closely as possible to independent homes, and the relationship between the supervising authority and the home should be comparable to that between an administering agency and the day-care foster home. Records kept in an independent home should contain more details than are specified in VI.